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ABSTRACT

This review and evaluation of bookmobile service in Madison, Wisconsin (1) identifies the major issues and problems which exist in regard to urban bookmobile service in general and those which are specific to Madison; (2) evaluates the current bookmobile service against community needs, library objectives, program purposes, and cost effectiveness; (3) discusses alternative methods for accomplishing the purposes and activities of the bookmobile; (4) makes recommendations for service improvements; (5) identifies areas for further study; and (6) identifies options for future bookmobile service. Data were gathered through interviews, surveys, and site visits. A bibliography lists 12 sources, and appendices include a route map, a statement of goals, sample schedules, and an organizational chart. (FM)

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A STUDY OF THE BOOKMOBILE SERVICE OF THE MADISON PUBLIC LIBRARY

APRIL, 1981

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PREPARED FOR THE MADISON PUBLIC LIBRARY BOARD OF TRUSTEES

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INTRODUCTION

Overview and Purpose of Study

During the 1980 budget process for the City of Madison, the Madison Public Library had several programs which were challenged by the City administration and the Board of Estimates in terms of their justification for continuation. One of these programs was the bookmobile service of the library. In deliberations before the Board of Estimates it was agreed that the library would undertake a review and evaluation of the need for bookmobile service prior to the 1981 budget process. At that time, the library had a new bookmobile on order and under construction, and it seemed desirable to halt the construction process until the evaluation had taken place. The library has requested the bookmobile manufacturer to cease construction even though there will be financial consequences.

In January, 1981, Mr. Bernard Schwab, Director of the Madison Public Library, contacted the Division for Library Services of the Wisconsin Department of Public Instruction for assistance in conducting the evaluation of the bookmobile service. The Division for Library Services agreed to assist the library with the evaluation, and Larry T. Nix, Public Library Consultant for Library Administration and Buildings was assigned to the task.

It was agreed that the purpose of the study would be as follows:

1. Identify the major issues and problems which exist in regard to urban bookmobile service in general and those which are specific to Madison.
2. Evaluate the current bookmobile service against; 1) the needs of the community, 2) the goals and objectives of the Madison Public Library, 3) the purposes of the bookmobile service, and 4) the cost

effectiveness of the bookmobile in comparison with branch library service.

3. Discuss alternative methods for accomplishing the purposes and activities of the bookmobile.
4. Make some specific recommendations for the improvement of the current bookmobile service if it is to be continued.
5. Identify areas for further study and evaluation.
6. Identify for the library and the City of Madison several options for the future of bookmobile service.

For the most part, it has been possible to adhere to these initial purposes of the project. By far the most difficult purpose to achieve was that of evaluation. It was extremely difficult to determine specific criteria against which the bookmobile service could be evaluated. It is also impossible to evaluate a single service in a vacuum. Other services of the library must be taken into consideration. This study is limited to the extent that it was not possible to evaluate other services of the library which have a bearing on bookmobile service, or which must be taken into consideration when establishing service priorities for the library.

It was expected that based on the information provided by the study that the Library Board could identify the option or options most desirable in deciding the future course of bookmobile service in the City of Madison.

Methodology

The methodology for conducting the study was designed to include:

1. Interviews with key staff member of the library, the city, and related organizations.
2. A search and analysis of the library literature on bookmobile service.
3. Analysis of existing information which relates to bookmobile service at the Madison Public Library.
4. Identification and compilation of additional information which is necessary to conduct the study (within the limits of time and staff resources).
5. On-site visits of selected bookmobile stops.
6. Telephone survey of selected libraries and library resource people nationally.

The consultant wishes to acknowledge the cooperation of the library staff, the library administration, and other individuals who participated in the study. Without this cooperation a study of this nature could not have been undertaken. The consultant conducted interviews with the following individuals in regard to the study and bookmobile service in Madison:

Bernard Schwab, Director, Madison Public Library;

Linda Rusche, Bookmobile Librarian, Madison Public Library;

Irene Stoller, Assistant Director, Madison Public Library;

Darrell Dillman, Budget Analyst, City of Madison;

Lon Sprecher, Mayor's Office, City of Madison;

Tom Akagi, Planning and Development Department, City of Madison;

James Holt, Alderperson, City of Madison;

Don Lamb, Executive Director, Dane County Library Service;

Carol Liddicoat, Bookmobile Librarian, Dane County Library Service; and Roger Pearson, Executive Director, South Central Library System.

A computerized search of the literature relating to bookmobiles and library delivery systems was conducted by the Wisconsin Dissemination Project of the Department of Public Instruction at the request of the consultant. Searches were made of the Educational Research and Information Clearinghouse (ERIC) data base and the Current Index to Journals in Education (CIJE) data base. Results of these searches will be provided to the library staff. The most potentially useful documents were obtained and studied by the consultant. These items are listed in a Bibliography at the end of the report.

The Madison Public Library has accumulated, and is in the process of accumulating, a body of information about the use of its services and facilities which will be extremely valuable in the evaluation of the services of the library. There is a large amount of information available on bookmobile service and use, and this has been very helpful to the consultant in the preparation of this study.

The Madison Public Library is currently undertaking a statistical survey of the use of the library by means of two questionnaires. One will enable the library to determine who its patrons are, where they live, their age, why they use the library, and what their estimation is of the service they receive. The second is intended to show the types of information patrons want and the methods the library uses to satisfy that need. The questionnaires are being administered on randomly scheduled days throughout 1980 and 1981. The first date on which the questionnaires were administered was October 21, 1980. The last date will be August 25, 1981. The bookmobile users will be a part of this overall study, and the information obtained will be extremely useful. In addition, however, a special patron use sur-

vey using the first questionnaire only was conducted during a one week period in October, 1980, involving only the bookmobile service. The results of this survey were tabulated by the Wisconsin Research and Survey Laboratory in February, 1981, and were made available to the consultant. The results of this special survey have been especially helpful since the bookmobile operates on a one week schedule; and, the results were tabulated on the basis of the total schedule and also for each individual stop.

The Department of Planning and Development is also in the process of completing a survey of library borrowers. The purpose of this survey is to determine through the examination of microfilmed borrowing records the service areas of the library facilities and bookmobile. The initial part of the survey has been completed and is based on an examination of the microfilmed borrowing records for the month of October, 1978. A significant aspect of the survey is yet to be completed. That is the linking of the information to the 1980 Census figures. This survey, when complete, will show by Plan District the percent of the population using library facilities, and which facilities are utilized. In this manner, the primary and secondary service area of each library unit is determined. A major problem in utilizing this data in regard to the bookmobile service is that October, 1978, was an especially bad month for bookmobile service. Over twenty stops were missed due to bookmobile breakdowns. Because of this, a separate examination of the microfilm records for October, 1980, is being undertaken. In addition, since the greatest period of activity for the bookmobile is in the summer, the microfilm records for July, 1980, will also be examined. This information was not available for this report.

Other information provided by the library and examined by the consultant included annual reports for the library and bookmobile service, pre-

vious reports on the bookmobile service, cost figures for the operation of the bookmobile, and various statistical reports compiled by the bookmobile librarian.

The consultant did go out on the bookmobile for an afternoon and evening schedule which included the Allied Drive, Marborough Heights, and Eagle Heights stops. The primary purpose of this visit was to observe the operational and procedural activity of the bookmobile and to get a feel for the service aspect of the bookmobile. No attempt was made to visit stops for evaluation purposes. The statistical and survey data, as well as the interviews with the bookmobile librarian, seemed sufficient for this purpose.

A telephone survey was conducted of selected other libraries around the country and the state. While this survey provided some interesting information, it did not provide information adequate to make comparative judgements. The situations varied too much at each library, and the level of information which could be provided by the libraries varied greatly. In no case was the level of information available as complete as at the Madison Public Library. Libraries contacted were:

Columbia, SC
Elizabeth, NJ
Grand Rapids, MI
Huntsville, AL
Lake County, IN
Lincoln, NE
Wake County, NC
Little Rock, AR
Oklahoma City, OK
La Crosse, WI
Brown County, WI
Racine, WI

Concerns and Questions

Since the library administration has been supportive of bookmobile service, it was felt that it was especially important to address the concerns of those who have reservations about the continuation of bookmobile service. It was also felt that the main value the consultant could play was not in making a case for or against bookmobile service, but in identifying the issues and providing an objective analysis of those issues. Some of the concerns identified included:

1. Bookmobile service was started in a time when Madison had a limited branch library system. Now that the branches have developed its time to ask the hard question--do we still need bookmobile service?
2. Isn't bookmobile service a duplication of the service provided by the branch libraries?
3. Madison has an excellent public transportation system. Doesn't this make library services accessible without a bookmobile?
4. Aren't there other methods of accomplishing the same thing which are more economical and effective than the bookmobile?
5. Would anyone actually be deprived of service if the bookmobile were discontinued?
6. With the increasing cost of operating a bookmobile, isn't it a luxury which we may have to give up in these tough economic times?
7. Can we afford to take library service to the people? Shouldn't they be expected to meet us halfway by making the effort to get to an existing library facility?
8. Isn't the bookmobile an outmoded form of delivering library service? Aren't new technological developments making them obsolete?
9. Do we need bookmobile service when we have school libraries?

PURPOSE OF BOOKMOBILE SERVICE

In order to adequately evaluate a service it is essential that the purposes and objectives of the service be identified. It is also important to know how these purposes relate to overall institutional goals and objectives. It was the intent of this study to evaluate bookmobile service against both the purposes of the bookmobile service and the goals and objectives of the Madison Public Library.

The Standards of Quality for Bookmobile Service of the American Library Association provides the following statement of the role of bookmobile service:

"A public library system is obligated to provide free library service to every individual in his local community. Where a library building is not practical, the bookmobile is an expedient of extending such service. Before initiating bookmobile service, studies should be made to determine whether mobile units or fixed outlets will best serve the needs of the area with the funds available.

"A bookmobile may be used to introduce library service to unserved areas; to give continuing service to areas that cannot support permanent library buildings; and to determine desirable locations for branch library buildings. A bookmobile can provide library service for a variety of areas: small communities without adequate library facilities; urban fringe areas; city neighborhoods without a branch library within a reasonable distance; areas isolated by natural or man-made barriers; and rural areas where stops can be made at such centers of patron concentration as stores, post offices, or crossroads.

"Bookmobile service should never be considered a substitute for a branch, a community library, or a school library, but only as a specialized and limited means of meeting a service responsibility. It cannot serve research needs, provide lengthy time for browsing or make very frequent stops in a given area.

"On the other hand, bookmobile service can present the library in a very personal and informal atmosphere. Its mobility brings a professional librarian and a constantly changing book collection to readers who may be scattered over a wide area. By filling specific requests, the bookmobile can make available to its patrons the entire circulating collection of the library system. It can stimulate a wholesome interest in books and reading, and can direct its borrowers to the larger library for their more specialized needs and interests. Through the headquarters library, the bookmobile patron can also be brought in contact with the resources of the regional,

state and federal library agencies.

"The successful bookmobile service operates as an integral part of the library system. It has the same high standards for staff, for book collection, and for services to be rendered as any other department of the library system."[1]

In a Report on Bookmobile Service - December 10, 1963 for the Madison Public Library, it is stated that the bookmobile service has three basic functions:

"1. To provide library service to areas whose populations are too small to justify branch libraries.

"2. To give interim service in larger areas pending the establishment of a regular branch.

"3. To pretest the effectiveness of locations or areas for future branch use."[2]

This report also states:

"A bookmobile can never be more than a temporary substitute for a branch since it offers limited bookstock, no reference materials and brief times of access."[3]

The purpose of bookmobile service as outlined in these statements seems to be fairly straightforward. It is a purpose which recognizes the inherent limitations of bookmobile service and links it to the availability of a higher level of service through a branch library or a headquarters library.

Again stated in the ALA Standards:

"The objective of bookmobile service is to bring library books and other educational materials, informational services, and professional reading guidance to those residents of an area who do not live within reasonable distance of a fixed agency of a public library system."[4]

This is a completely legitimate and justifiable purpose for bookmobile service, and to the extent the bookmobile service of the Madison Public Library serves this purpose it is justifiable.

The problem is that there is no definition for "within reasonable dis-

tance" either by the American Library Association, the Madison Public Library, or the public library community. Without such a definition it is impossible to adequately evaluate the need, importance, or quality of bookmobile service in Madison. Because the relationship of bookmobile service to other fixed outlets of the library is so important, a later section of this report will be devoted to it.

Bookmobiles can also serve other purposes depending on the community. In recent years the bookmobile has become a tool for urban libraries in serving inner city and low socio-economic groups and other special groups such as the elderly and the institutionalized. Bookmobiles can play an important role in children's services. This will also be discussed in more detail later in this report.

Because the Madison Public Library does not have a recent written statement of the purpose of the bookmobile service, it is recommended that the Library Board examine the current purposes of the bookmobile service, revise them where it feels necessary, and incorporate them into a Policy on Bookmobile Service.

BOOKMOBILE SERVICE AND LIBRARY FACILITIES

In examining the Institutional Goals and Objectives (see Appendix E) of the Madison Public Library, the consultant could not find a goal or objective which related to the convenient location of library service units. It should be an objective of the Madison Public Library to ensure that every individual residing in the City of Madison has reasonably convenient access to a library service unit. The bookmobile has a role to play in meeting this objective. However, the ideal would be to ensure convenient access to a branch library. If this were accomplished then there would be no need for bookmobile service. That is, if the purpose of the bookmobile is defined as it has been in the past by the Madison Public Library.

Again, the problem is in defining "convenient access." Almost all the residents of Madison are within a two mile distance of the main library, a branch library, or the library of an adjacent city. For many cities the two mile distance would be considered a reasonable distance. For others it would not.

Location, size and quality of the collection, the socio-economic make-up of the community, and the distance to the library are the major factors in determining the use of a library facility.

A Branch Library Study of Charlotte-Mecklenburg County, North Carolina determined that residents in the low socio-economic group did not travel more than one mile to a branch library, that residents in the below average and average socio-economic groups usually traveled as far as two miles to a branch library, and that residents in the above aberage and high socio-economic groups usually traveled as far as three miles to a branch.[5] The study cited the service area radius for branch libraries in Austin, Texas, as

being 1 1/2 - 2 miles; in Tucson, Arizona, as being 2 miles for lower income groups and 3 miles for higher income groups; and Greenville County, South Carolina, as being 2 miles in the city and 3 miles in outlying areas.[6]

Lowell Martin in his study of the Chicago Public Library entitled Library Response to Urban Change indicated that adults in newer outlying areas would travel up to 1 1/2 miles to a branch library but that children in inner city slum areas would travel only a half mile to a branch library.[7]

Eleanor Frances Brown in Modern Branch Libraries and Libraries in Systems states that, "a branch may be expected to have a one-and-a-half-mile radius of maximum attraction and a two to three mile radius of influence, depending upon its size and services offered."[8]

By drawing one mile circles around existing branch libraries in the City of Madison, it appears that the defacto standard for branch library location is a one mile service area with branches located at least two miles from each other. The bookmobile is then expected to serve populations outside the one mile service area of a branch library. This, however, is not specifically stated anywhere.

The study of borrowers which is being conducted by the Planning and Development Department of the City of Madison shows that the primary service areas for Madison library facilities varies considerably and do not follow simple one mile or two mile service radii. It should be noted that the primary service area is determined by the actual usage of existing facilities by current library users. It does not indicate the most convenient service areas for the city's residents.

It should also be pointed out that the City of Madison has an usually large number of natural and man-made barriers which prevent the utilization of service areas determined solely by distance.

It is necessary, however, to determine some measure of convenience in order that the service units of the Madison Public Library including the bookmobile can be distributed equitably throughout the City.

The library administration has requested that the Planning and Development Dept. review Madison's Plan for Library Facilities which has served as the basic plan for branch library development since 1963. The Planning and Development Department is in the process of compiling background information for this review.

It is recommended that the Board of Trustees and the library administration working in conjunction with the Planning and Development Department establish some standard of convenience which the library is trying to achieve in the location of its branch library facilities. It would be assumed that residents living outside of this area would be those which would be eligible to utilize the bookmobile. It would also be assumed that a plan would be developed which would ultimately place most of Madison's residents within the service area of a branch library. It should be noted that the Madison Public Library by using leased spaces for its branches is in a better position to make such changes than most libraries.

In making this recommendation, the consultant would also like to make the observation that the residents of all the municipalities in Dane County could benefit by the coordination in the location of library service units.

BACKGROUND AND HISTORY

The Madison Public Library is the second largest public library in Wisconsin serving a direct population of 200,718 people through a headquarters library, seven branches, and a bookmobile. The library has a book collection of over 543,954 volumes, and its 1980 expenditures totaled $3,139,609. It is an extremely well used library, and in 1980 it circulated over 2,018,813 items. The Madison Public Library serves as Resource Library for the South Central Library System which includes Columbia, Dane, Green, and Sauk Counties; and the Southwest Wisconsin Library System which includes Crawford, Grant, Iowa, Lafayette, and Richland Counties. The headquarters for both the South Central Library System and the Dane County Library Service are located in the main library of the Madison Public Library.

The bookmobile service at the Madison Public Library began in 1953 with a used bookmobile obtained from another library system. Initially there were 18 stops of short duration, but this was soon reduced to fewer but longer stops. The headquarters for the bookmobile service was originally at the Hawthorne Branch Library. The headquarters moved to the new main library when it opened in 1965.

There is little doubt that the original bookmobile service had a major role of serving as a temporary substitute for branch libraries and in testing out areas for branch libraries. The Sequoya, Lakeview, South Madison, Pinney, and Meadowridge Branch Libraries were all established after bookmobile service began. It is interesting to note that there appears to always have been a philosophy of maximum utilization of the bookmobile service. As branch libraries were established the bookmobile moved on to other areas with less convenient access. There does not appear to ever have been

a plan where branch library development would eliminate the need for bookmobile service. Madison's Plan for Library Facilities completed by the City Planning Department in 1963, indicates a long-term need for bookmobile service. After seventeen years of operation, the bookmobile service is more active and successful than ever.

ORGANIZATIONAL PLACEMENT

The bookmobile service of the Madison Public Library is placed organizationally under the Assistant Director for public service matters, and reports directly to the Director for certain personnel and budgetary matters. This is a highly unusual organizational placement in a library as large as the Madison Public Library. It stems mainly from the fact that there is no supervisor who is in charge of the extension services of the library (branches and bookmobile), which is the normal pattern of organization.

The major problem with this arrangement is that either the bookmobile librarian has limited access to the higher administrative officers of the organization and must therefore deal with problems without adequate review and input, or the higher administrative officers devote more time to one service of the library than would normally be warranted because of the size of the unit.

Currently the extension units of the library (branches and bookmobile) are divided into two teams for the purpose of coordination of activities. Team A is made up of the westside branch libraries and the South Madison Branch, and Team B is made up of the eastside branch libraries and the bookmobile.

There are several possibilities for placing the bookmobile service under another organizational unit within the library. Each has its own advantages and disadvantages, and none is ideal. Because of the similar nature of bookmobile service to branch library service, a strong case could be made for attaching the bookmobile service to one of the branch libraries. Philosophically this would be the soundest decision. However, it presents fairly

significant logistical problems. There are major advantages to having the bookmobile located at the main library.

Another possibility would be to pla.e the bookmobile service under the Children's Room of the main library. Because of the high degree of use of the bookmobile service by children, there are advantages to this approach. More attention will be devoted to children's services and bookmobile service later in this report.

Finally, it would be possible to place the bookmobile under the Literature and Social Sciences Department of the main library. This Department handles most of the popular adult reading materials and also is responsible for handicapped and homebound services.

It is recommended that the library administration explore the various alternatives for placing the bookmobile service under another organizational unit of the library.

It should be noted that under some of the options proposed for consideration in this report this recommendation would not be necessary.

BOOKMOBILE USE

The use of the bookmobile more than any other library service unit is reflected by the circulation or lending of library materials. While other services are performed by the bookmobile staff, they are almost always intended to result in the lending of library materials. The possible exception to this is programming for children, but even this stimulates the lending of library materials.

This observation is born out by the November 10-15, 1980, special survey of bookmobile users conducted by the library. In checking the purpose of their visit (more than one purpose could be checked), 70.8% indicated it was to borrow materials, 66.9% indicated it was to return materials, and only 5.7% indicated that the purpose was for information, research or reference.

How Much is the Bookmobile Used

If use is determined to be the major criterion against which bookmobile service is to be evaluated, it is a fairly straightforward process. In using this criterion to evaluate the bookmobile service at the Madison Public Library, the bookmobile comes out very well.

A total of 100,044 items was loaned in 1980. This compares favorably with the 82,942 items loaned at the South Madison Branch Library and the 96,663 items loaned at the Monroe Branch Library. It should be noted that branch libraries provide additional services to patrons, however.

The 1980 circulation for the bookmobile also compares favorably to the 79,351 items loaned by the bookmobile in 1979. This increase in the number of items loaned by a total of 20,693 or 26% is extremely impressive. This is especially true when compared to an increase in the circulation for the entire library system of only 8%.

The use of the Madison bookmobile is also high when compared to the bookmobile service of other libraries. In the telephone survey of libraries, the consultant did not find an instance where a single bookmobile accounted for more than the 100,044 items circulated by the Madison Bookmobile. This can be attributed to a certain extent to the fact that Madison residents as a whole use library services to a greater extent than in most cities. The per capita circulation of library materials in Madison may be the highest in the entire country for a city of its size.

Another factor in this comparison to note is that in most instances surveyed, bookmobile service included areas outside the city. In some instances service was not even provided or provided only on a limited basis within the city. In most instances urban bookmobile service is far more productive in terms of use than rural library service.

Who Uses the Bookmobile

The recent special survey of bookmobile users provides a good indication of who uses the bookmobile. The following occupational categories were checked (more than one item could be checked):

Student	59.8%
Housewife/Househusband	15.5%
Blue Collar Worker	1.7%
Professional	8.2%
Manager/Administrator	1.8%
Other White Collar Worker	1.8%
Unemployed	.9%
Retired	4.2%
Other	10.2%

The following age categories were checked:

0- 6 years	14.9%
7-14 years	45.5%
15-18 years	3.7%
19-24 years	3.2%
25-34 years	13.4%
35-44 years	9.1%
45-54 years	3.4%
55-64 years	1.7%
65 years +	4.8%

The following educational levels were checked:

Less than 8th grade	51.1%
8th grade	4.5%
Some high school	4.8%

High school graduate or equivalent	6.0%
Some college, jr. college, vocational	17.7%
4 year college degree	10.8%
Graduate work/degree	10.9%

The following sex categories were checked:

Male (Boy)	35.4%
Female (Girl)	63.2%

The obvious major users of the bookmobile are children 14 years of age or under. The next most significant group of users is that of housewives/ househusbands. It is probably safe to assume that a sizeable percentage of the adult group accompanied younger children. The group least likely to use the bookmobile are those in the 15-24 years old category and those in the over 45 years old category.

If this survey had been conducted in the summer months, the number of users who were children would be as high as 80% according to the bookmobile librarian. The library wide survey, which is in the process of being conducted, will provide a more accurate picture of the year-round users since the summer months will be reflected.

How Many People Use the Bookmobile

There is no exact figure available for the actual number of people who use the bookmobile. Some statistics are available which provide a general idea of the use.

There were 928 people who registered for library cards on the bookmobile in 1980. This is the absolute minimum number of users. There were 4,115 people who registered for cards during the four year period 1977-1980. A library card is good for four years. This is probably the maximum number of people who used the bookmobile. It should be noted that children who cannot sign their name are not issued library cards, even though they are considered users of the bookmobile. There were 695 people who utilized the bookmobile during the one week period, November 10-15, 1980, when the bookmobile user survey was conducted.

During the October, 1978, survey of users, there were 634 different people who borrowed materials from the bookmobile. This figure is probably very low. Surveys which are underway for July, 1980, and October, 1980, should be more useful.

How Satisfied are Bookmobile Users

Based on the results of the November users survey, one would have to say that bookmobile users are satisfied with the service they receive.

In response to the question, "Were you satisfied with the library service you received today?", the following answers were checked:

Very satisfied	75.4%
Moderately satisfied	11.7%
Neutral	2.0%
Somewhat dissatisfied	.0%
Very dissatisfied	.0%

Although surveys of this nature often indicate high user satisfaction even when the quality of the library is poor; this is a remarkable statistic. It will be interesting to compare this with other service units of the library when that information is available.

In reporting this information it should be noted that those people who probably would not be satisfied with bookmobile service are probably using other service units of the library, or not using the library at all. By making an additional effort a higher level of library service is available through branch library service, and by making more effort an even higher level of service is available through the main library.

This is born out by the survey of borrowers which was conducted by the City Planning and Development Department in October, 1978. Even though this was an unusually poor period for the bookmobile, it is significant to note that only one Planning District in the entire city had more than 20% of its users who used the bookmobile service. In other words, the vast majority of library users opted to use other library units no matter how far removed their Planning District was from these units.

However, for those people who can accept the limitations of bookmobile service--rigid time schedule, limited hours of service, limited collection, the bookmobile can be a satisfactory form of service. The informal service orientation of the bookmobile staff, the convenience of the bookmobile stop, and the popular nature of the library materials all contribute to this satisfaction.

Do Bookmobile Users Use Other Library Units

It is difficult to determine the exact level of use of other library units by bookmobile borrowers. One indication of this is the number of books from other branches returned to the bookmobile and vice versa. According to the bookmobile librarian this practice is not extensive. Two surveys were conducted in 1968 and 1970 which recorded the number of bookmobile borrowers who used other library units in a one month period. The 1968 study indicated that 237 borrowers out of a total of 1,132 borrowers or 21 percent used other library units. The unit used most was the main library with 111 borrowers or about 10 percent. The 1970 survey revealed that 195 out of 1,151 bookmobile borrowers or 17% used other library units. Again the largest group of borrowers, 96 or 8% used the main library. Since these surveys were taken the Medowridge Branch Library has opened.

If the Bookmobile Service Was Discontinued Would Bookmobile Users Use the Other Library Units

This is a critical question in the evaluation of the bookmobile service, and one which cannot be answered with certainty. If the answer was that bookmobile users would use other library units if the bookmobile was discontinued, then the value of the bookmobile would be questionable. On the other hand, if the bookmobile users would cease to use library services, the importance of the bookmobile would be increased.

It is the judgement of the library staff that if bookmobile service is discontinued, that most of the bookmobile users will not use other library outlets.

It can probably be assumed that because the majority of bookmobile users are children dependent on adults for transportation, most will use the public library less frequently and many not at all.

There would, of course, be bookmobile users who would use other outlets, but the necessity to do so would be viewed adversely by this group.

Most bookmobile users are currently living within walking distance of the bookmobile stop.

BOOKMOBILE SERVICE AND CHILDREN

It is the policy of the library according to the library administration that bookmobile service is not an age oriented service. This policy is in tune with the major purpose of the bookmobile service as a substitute for branch library service when such service is not available. Otherwise, one or more age groups would be disenfranchised. There is, however, a considerable body of evidence to indicate that in actuality bookmobile service in the City of Madison is a children oriented service.

Given the development of branch libraries in Madison, this may not necessarily be a bad thing. The important thing is that its legitimacy or illegitimacy be recognized in a Policy on Bookmobile Service.

Statistics indicate that 60 percent of the use of the bookmobile is by children 14 years or younger during the regular school year. The use of the bookmobile by children in the summer, with added stops, probably approaches 80 percent of total use. Combining these, about 67 percent of the use of the bookmobile is by children. A significant amount of use would also be by parents who are accompanying children.

Because of the impact of children on bookmobile service, the bookmobile does not operate in the morning during the school year. Nine additional stops are added in the morning during the summer months when school is not in session.

Bookmobile stops are located so that they will be within walking distance for children. An additional major factor is that bookmobile stops are not located where a barrier such as a highway would prevent children from walking to the bookmobile. The result of this is that most bookmobile stops are located in multi-family and single family residential areas, and

not in shopping areas which are more accessible by automobile.

A major aspect of the bookmobile service is school visits. The bookmobile is taken to schools in areas where regular or summer bookmobile stops are located. An orientation is provided to class groups on how to get a library card, how to check out books, and library regulations. Children are encouraged to use their nearest branch library, or to use the bookmobile when it is in their area. In 1980, 89 classes at seven schools representing 2,314 students and 124 adults visited the bookmobile.

The bookmobile staff, with the help of volunteers, also tries to provide children's programs such as story hours in connection with the bookmobile. Usually these are in the summer months. In 1980, there were 18 story hours with an audience attendance of 348 children and adults.

All of these efforts are valuable in the encouragement of children to read and use the library. It is an informal and non-intimidating entry point for new users of the library.

As an indicator of the scope of this service, a sampling of the circulation of children's materials taken by the library staff in April, 1980, indicated that only 21 percent of the library's total circulation was with children's materials. Only 10 percent of the main library's circulation was children's materials. Bookmobile circulation, however, included 60 percent children's materials. In comparison with the main library, the bookmobile circulated 66 percent as many juvenile items.

A major consideration in bookmobile service to children is cooperation and coordination with school libraries. It could be argued by some that bookmobile service is a duplication of school library service. This potential conflict should be investigated prior to developing a policy or priority in this area. The library is on record with the following statement:

"We believe that the services offered by the library should be carefully dovetailed into those offered by other community educational institutions. In planning for future service and growth, the library will cooperate with those other institutions to avoid overlapping or repetitive services." (See Appendix E Page 2.)

In this connection it should be pointed out that school libraries are closed and not available in the Summer when the boomobile is used most. They are also closed most of the time the bookmobile is in actual operation during the rest of the year.

Most of the use of the bookmobile appears to be recreational in nature and would not conflict with the curriculum oriented nature of the school libraries or Instructional Media Centers.

It appears that the bookmobile librarian works closely with the school librarians in carrying out the activities of the bookmobile. Bookmobile stops during the school year are deliberately not located near schools.

Service to children could be one of the most legitimate reasons for justifying bookmobile service.

SCHEDULE AND STOPS

The most significant factors in determining the use of the bookmobile are the schedule and the location of the bookmobile stops. There are, however, a number of limitations which govern these two factors. The overall purpose of the bookmobile service as determined by the Board of Trustees is the major limitation. For this reason it is important that the purpose be clearly defined. It would be possible, for instance, to locate a bookmobile stop which would be highly successful within a block of a branch library. This obviously would not be within the purpose of the bookmobile service of the Madison Public Library.

Other limitations are based on the criteria which are established by the library administration and the Board of Trustees concerning the location and maintenance of bookmobile stops. Still other limitations are based on service policies which are determined by the Board of Trustees.

Purpose, criteria, and policies should all be included in a Policy on Bookmobile Service.

The Madison Public Library has developed criteria and policies relating to bookmobile service over the years, but these have not been brought together in an overall statement of policy. This promotes a tendency to deviate from the criteria and policies.

The best statements relating to criteria occur in the Report of Bookmobile Service - December 10, 1963 of the Madison Public Library. In part this report states:

"Bookmobile service has operated successfully since 1953 as a flexible supplement to the main library and branch service. In order to make the best use of this flexibility, it is important that the effectiveness of each stop be reviewed periodically and that adjustments be made in the service schedule based on the evaluation of the needs of new areas."[9]

and

"Experience soon indicated that fewer but longer stops were more effective."[10]

and

"In general, shopping center locations in evening hours are most effective in serving a cross section of neighborhood population, and they draw from the largest radius. In any area, we try to select a natural focal point or location with greatest visibility and accessibility."[11]

The consultant supports all of these statements strongly and recommends that they be adhered to.

A 1969 evaluation of bookmobile stops by the Madison Public Library provides this list of "Factors in Evaluating Bookmobile Stops":

"1. Amount of use per stop and per hour.

2. Trend of use over period of several years.

3. Effect of place on schedule and specific location on use of.

4. Accessibility of branch libraries, particularly if branch changes have occurred since establishment of stop.

5. Characteristics of patrons - age groups, mobility, repeat pattern of use, social needs, population stability.

6. Effect of retention or change on other existing or potential stops."[12]

The major problem with these factors is that they are too vague to provide practical guidance and support for the bookmobile librarian and library administration.

There are a few other "unwritten policies" relating to bookmobile service, these include:

The bookmobile will not provide direct service to schools.

The bookmobile will not stop at individual households.

A bookmobile stop will not be established unless a stable circulation of 40 books per hour can be anticipated.

There are no morning bookmobile stops during the school year.

The bookmobile has a policy of only weekly stops (in one instance twice a week).

The bookmobile service is not an age oriented service.

As a point of comparison, the Long Beach, California library uses the following criteria in connection with the location of its stops:

"More than 1.5 miles from an established branch library.

A population center large enough to warrant a time of at least two and a half hours at the stop.

Ideal location, the center of an active shopping area near a large market."[13]

The bookmobile service has an active and effective summer program in which nine additional stops are added for the morning period. Children are the major users of these stops and since they no longer are in school or have access to school libraries, the bookmobile has an eager clientele. It appears that the summer bookmobile stops are also used to test potential areas for new regular stops. There should be a statement somewhere in the Policy on Bookmobile Service which spells out the purpose and criteria for these stops.

It does not appear that service to special users is a major thrust for the bookmobile service. Special users are defined as those who because of special needs or problems are not likely to utilize traditional library services. These groups would include the disadvantaged, the homebound, the elderly, and the institutionalized. While these groups do use the bookmobile, no attempt is made to actively promote their use or to adapt the bookmobile service to their needs. There is no policy statement which indicates that these users are a primary audience for the bookmobile. Service to such groups is least likely to result in high use figures, and a

need justification should be added to the criteria if they are to be considered.

The consultant has not made any attempt to evaluate individual bookmobile stops. Once specific criteria for establishment and maintenance of stops is established by the library administration and the Library Board, this will be a fairly straightforward task. Table A ranks bookmobile stops by average hourly circulation. It should be noted that some stops are grouped in pairs and should be considered as one location for purposes of evaluation.

One stop requires some special attention. The stop at the Eagle Heights University Apartments is highly unusual. The bookmobile stops at this location on Monday and Wednesday evenings from 6:15 p.m. to 8:30 p.m.. In 1980, this one location accounted for 36,011 of the total items loaned at all locations or 36%. If only the regular bookmobile locations are considered, it accounted for 40% of the items loaned by those stops. In any decision regarding the future of bookmobile service, the special situation of this stop should be taken into consideration.

The bookmobile stop with the second highest number of items loaned is the stop at Parkwood Center on Mineral Point Road. This has an annual circulation of 7,478 items. It is pointed out to demonstrate what might be considered the ideal in traditional city bookmobile service. It is over two miles from the nearest branch library. It is in a highly visible shopping area, and it is scheduled at night to obtain the greatest cross section of users. It also plays the role of pretesting a potential area for branch library Service.

The majority of the bookmobile stops in Madison are currently located

in multi-family and single family residential areas and are established with pedestrian traffic in mind. While it would be nice to have library services within walking distance of every resident of Madison; this does not appear to be a realistic goal.

A major advantage of bookmobile service is its flexibility. It does not appear, however, that bookmobile stops can be changed easily. In some cases stops are located in the same area for years, even with limited use. It is important that the flexible aspect of bookmobile service be promoted and that experimentation to improve use and effectiveness be encouraged.

TABLE A
RANKING OF BOOKMOBILE STOPS
(By Average Hourly Circulation)

		Average Hourly Circulation	Total Annual Circulation
1.	Eagle Heights (EH)	158	36,011
*2.	Camden Road (CA)	71	3,694
3.	Parkwood Center (PC)	66	7,478
4.	Jennifer and Division (JD)	63	3,201
5.	Kennedy Heights (KH)	61	3,147
6.	Woodvale Village (WV)	57	5,651
**7.	Marlborough Heights (MH)	56	2,550
8.	Eldor Place (EP)	55	5,528
9.	Dickinson St. (DW)	52	2,824
***10.	Grandview Blvd. (GD)	52	2,680
11.	Simpson St. (SS)	48	2,472
*12.	Tompkins Dr. (TO)	45	2,155
13.	Karen Arms (KA)	42	2,174
14.	Holiday Bluff (HB)	38	2,290
15.	Craig Ave. (CR)	37	3,840
***16.	Arbor Hills (AH)	34	1,605
**17.	Allied Drive (AD)	31	1,528
18.	Fiore Center (FE)	25	1,266
19.	Romnes Apts. (RM)	21	1,043

Summmer bookmobile stops are not ranked.

*These two stops are paired for better total circulation.
**These two stops are paired for better total circulation.
***These two stops are paired for better total circulation.

COST OF BOOKMOBILE SERVICE

Regardless of how great the need, there comes a point when the cost of a service becomes a major consideration. In utilizing cost as a basis of evaluation, the benefit of the service should also be taken into consideration. No attempt has been made to develop an elaborate formula for measuring benefit. For the purpose of this report, the number of items loaned is accepted as the measure of benefit even though it has serious limitations.

In a comparison of bookmobile service with the two smaller branch libraries, Monroe and South Madison, the bookmobile service appears to be justifiable on the basis of the cost of the service in relation to the amount of service delivered (see Tables C and D). When dividing the number of items loaned into the total cost of the service, the cost per item is $1.18 for the bookmobile, $.99 for Monroe, and $1.28 for South Madison, It should be noted that the branch libraries provide additional services and a higher level of service. The Monroe cost is low because no rent is paid.

The 1981 and 1982 costs will, of course, increase. In addition, the cost of bookmobile depreciation is not included in the $117,952.61 annual cost of the bookmobile. Based on the $68,000 cost of the new bookmobile, and a ten year depreciation, this would be $6,800 per year. The total annual cost does include administrative overhead.

A major concern with bookmobile service is that the operational costs will increase rapidly due to energy costs. This is an important factor. However, due to the low number of miles traveled by the bookmobile each year (less than 8,000), it is not an overriding concern. In fact, a good case could be made that the energy situation will promote more usage of the

bookmobile and increase its cost effectiveness. The energy used by the community as a whole would probably increase if bookmobile service was eliminated. The cost of energy is a significant factor for rural bookmobile operations.

The major cost of bookmobile service, as in all other library services, is salaries and fringe benefits. These account for 83 percent of the total cost of the bookmobile service. This is even greater than the 72 percent devoted to salaries and fringe benefits by the entire library. It is obvious that changes in staffing, either by reduction or addition, will have the greatest impact on the cost of bookmobile service.

It should be noted that because the bookmobile costs include overhead costs, $117,952 would not be saved if the bookmobile service was eliminated entirely. The actual potential savings should be determined for by the library administration for the 1982 budget year.

In an attempt to provide a basis for comparing the cost effectiveness of various bookmobile stops, the consultant divided the total number of hours of service operation of the bookmobile, 1,472 hours, into the total budget, and came up with an average cost per hour of operation of $80. This figure was then utilized to compute the cost for maintaining each stop and the cost per circulation at each stop. Those figures are provided in Table B. While there are some limitations to this approach, it does provide a framework for cost analysis.

One cannot, of course, actually eliminate a single bookmobile stop and save the amount of money which is shown for each stop. However, major changes could be made which would reflect savings of a reasonably similar level.

While the actual service hours are used in this cost analysis, a great

deal of support time is necessary to provide effective service during the actual operation of the bookmobile. The bookmobile can be viewed as a funnel in which the total resources of the library enter the mouth and result in concentrated effective service at the tip of the funnel.

TABLE B

BOOKMOBILE STOP COMPARISON

Regular Stops	Annual Circulation	Annual Hours of Service	Average Circulation per hours of Service	Average Circulation per minute of Service	Annual Cost of Stop	Cost per Circulation
Allied Drive (AD)	1,528	50.00	30.56	.51	$ 4,005.50	$2.62
Marlboro Heights (MH)	2,550	45.83	55.64	.93	3,671.44	1.43
Eagle Heights (EH)	36,011	227.25	158.46	2.64	18,204.99	.51
Arbor Hills (AH)	1,605	47.66	33.67	.56	3,818.04	2.38
Grandview Blvd. (GD)	2,680	52.00	51.53	.86	4,165.72	1.55
Simpson St. (SS)	2,472	52.00	47.53	.79	4,165.72	1.68
Dickinson St. (DW)	2,824	53.00	52.29	.89	4,245.83	1.50
Karen Arms (KA)	2,174	52.00	41.80	.70	4,165.72	1.92
Craig Ave. (CR)	3,840	104.00	36.92	.62	8,331.44	2.17
Romnes Apts. (RM)	1,043	49.00	21.28	.35	3,925.39	3.76
Elder Place (EL)	5,528	100.00	55.28	.92	8,011.00	1.45
Parkwood Center (PC)	7,478	112.50	66.47	1.11	9,012.37	1.20
Woodvale Village (WV)	5,651	100.00	56.51	.94	8,011.00	1.42
Jenifer and Division (JD)	3,201	51.00	62.76	1.05	4,085.61	1.28
Fiore Center (FE)	1,266	51.00	24.82	.41	4,085.61	3.23
Kennedy Heights (KH)	3,147	52.00	60.51	1.01	4,165.72	1.32
Holiday Bluff (HB)	2,290	60.66	37.75	.63	4,859.47	2.12
Camden Road (CA)	3,694	52.00	71.03	1.18	4,165.72	1.13
Tompkins Drive (TO)	2,155	47.66	45.21	.75	3,818.04	1.77
Sub-total	91,137	1359.56	67.00	1.11	$108,919.25	$1.20
Summer Stops						
Cherokee Park (CK)	717	11.00	65.18	1.08	$ 881.21	$1.23
Highland Manor (HM)	584	11.00	53.09	.88	881.21	1.51
Spring Harbor (SH)	920	11.00	83.63	1.39	881.21	.96
Wexford Village (WF)	1,010	13.75	73.45	1.22	1,101.51	1.09
Wexford Ridge (WR)	275	11.00	25.00	.42	881.21	3.20
Kingston Meadows (KM)	2,726	22.00	123.90	2.07	1,762.42	.65
Burke Heights (BS)	586	11.00	53.27	.89	881.21	1.50
Mayfair (MF)	520	11.00	47.27	.79	881.21	1.69
Heritage Heights (HH)	1,569	11.00	142.63	2.38	881.21	.56
Sub-total	8,907	112.75	79.00	1.31	$ 9,032.85	1.01
Grand Total	100,044	1,472.31	68.00	1.13	$117,952.61	$1.18

TABLE C

1980 OPERATING EXPENDITURES
COMPARISON

	Bookmobile	Monroe	South Madison	Total Budget
SALARIES	78,808.62	59,867.93	62,447.53	$1,811,690.21
EMPLOYEE BENEFITS	18,962.93	14,405.42	15,026.12	435,929.48
MATERIALS & SUPPLIES	10,926.59	13,894.33	13,954.07	465,538.68
PURCHASED SERVICES	3,705.56	**7,607.86	14,672.64	280,969.92
INTER-AGENCY CHARGES	5,548.91	213.95	245.95	134,941.02
FIXED ASSETS				10,539.99
TOTAL	*117,952.61	**95,989.49	106,346.32	$3,139,609.30

*Depreciation for the bookmobile vehicle is not included.

**Monroe has a city owned building and therefore pays no rent as compared with South Madison.

TABLE D

1980 CIRCULATION STATISTICS

Main	754,511
Hawthorne	131,645
Lakeview	143,728
Meadowridge	139,216
Monroe	96,663
Pinney	213,203
Sequoya	356,861
South Madison	82,942
Bookmobile	100,044
GRAND TOTAL	2,018,813

STAFFING

The bookmobile service is supervised by a Librarian II. Other staff include a full-time Clerk-Driver II, a part-time Clerk-Driver I (50%), two part-time Library Assistants (60% and 50%), and two part-time Pages (1,440 hours or 70%). This the equivalent of 4.3 full-time employees devoted directly to bookmobile service. In addition, other units of the library provide support. These include the Circulation Department, the Technical Services Department, and the library administration. Currently, the part-time Clerk Driver I position is unfilled as well as one of the Library Assistant positions.

The bookmobile librarian is concerned about the stability of the staff as well as the amount of the staffing. In the bookmobile librarian's annual report, she points out that out of 307 operating days, the Bookmobile Department was "open with regular bookmobile personnel as scheduled only 113 days." In her 1981 budget request, the bookmobile librarian requested additional staff assistance.

Compared to other bookmobile operations, 4.3 full-time employees would appear to be sufficient staff to provide reasonably good library service. In a unit as small as the Bookmobile Department, any staffing problems are magnified greatly. This is one problem with having a unit this small report directly to the Assistant Director. In a larger unit, temporary vacancies can be dealt with in a less crisis like manner.

The bookmobile librarian feels that it would be more efficient to hire Library Assistants who could drive as opposed to Clerk-Driver's. Since the Clerk-Drivers are represented by a bargaining unit, this might be a difficult change to implement. However, the consultant agrees that it would

contribute toward better utilization of staff.

The library is currently investigating the possibility of changing the work schedule of the Clerk-Drivers, so that the bookmobile does not have to return to the main library after the afternoon schedule and before going out in the evening. This could result in scheduling of more hours out and less miles traveled.

COLLECTION

In a quick count of the library materials actually on board the bookmobile, the consultant came up with about 4,100 items including about 1,200 paperbacks. This collection, however, represents only a small part of the library materials which support the bookmobile.

The "official" bookmobile collection consists of a total of 17,723 hardback books including 8,263 fiction items and 9,460 non-fiction items. There is an additional collection of approximately 10,000 paperbacks in the bookmobile collection. In addition, the bookmobile has access to several "pools" of books which are shared with the branch libraries. All reserves for high demand titles are filled from a central "pool" collection of these items. The bookmobile staff also has limited access to the collection of the Dane County Library Service. Finally, the bookmobile staff can fill requests from the entire collection of the main library.

A major limitation of the bookmobile is the size of the collection, which can be housed on the bookmobile at any one time. This limitation is illustrated by the fact that in 1980, 10,323 requests were placed by bookmobile patrons for items not on the bookmobile. Fortunately, 7,521 of these requests were filled immediately from the collections accessible to the bookmobiles. Another 1,817 were placed on reserve to be filled when the items were returned to the library.

Teh-wei Hu in the book, A Benefit-Cost Analysis of Alternative Library Systems found that book capacity is the most influential variable in explaining total circulation of the bookmobile.[14]

In an attempt to determine what kinds of materials circulated most on the bookmobile, the consultant made use of a year-long sampling of the cir-

culation microfilm in 1977. By applying the percentages obtained for various kinds of materials in this survey, the consultant projected the total items circulated in these categories (see Table E). These statistics confirmed again that 60% of the materials utilized are for children. It should be noted that children often check out adult materials, so that total use by children is even greater.

The largest categories of materials by use are Juvenile Picture Books and Readers (28%) and Juvenile Paperback Fiction (12%). Less than 20% of the use of the bookmobile is for non-fiction books; the category of materials most likely to be related to formal educational purposes.

A significant amount of time is devoted by the staff to the handling of requests for materials not on the bookmobile. It would be possible to handle most of these requests by telephone and mail. This is a service alternative which should be explored if a decision is made to discontinue the bookmobile.

One of the limitations of the bookmobile is that there is no catalog of the bookmobile's collection of materials. At some point in the future it may be possible to have a microform catalog of not only the bookmobile's collection, but the collection of the entire library system. This would greatly improve the service capability of the bookmobile.

Ultimately, it may be possible for the residents of Madison to have access to a catalog of the Madison Public Library's collection of materials through microform catalogs widely distributed in the community, through computer terminals, or through cable television teletext systems. This access coupled with telephone and mail service, could greatly enhance the use of the library's collection of materials by the entire community.

TABLE E

CIRCULATION BY AGE AND CATEGORY

	Percentage From Sample	Applied Against Annual Circulation
Adult Fiction (Paperback)	9.18	9,184
Adult Fiction (Hardback)	8.65	8,654
Adult Non-Fiction (Paperback)	.86	860
Adult Non-Fiction (Hardback)	9.20	9,204
Adult Magazines and Pamphlets	4.53	4,532
Adult Records	.49	490
Sub-Total	32.93%	32,944 * (32,924)**
Young Adult Fiction (Paperback)	5.76	5,763
Young Adult Fiction (Hardback)	.27	270
Young Adult Records	1.34	1,341
Sub-Total	7.36%	7,363 * (7,374)**
Juvenile Picture Books & Readers (Hardback)	27.58	27,592
Juvenile Other Fiction (Hardback)	7.65	7,653
Juvenile Other Fiction (Paperback)	11.58	11,585
Juvenile Non-Fiction (Hardback)	9.11	9,114
Juvenile Non-Fiction (Paperback)	.20	200
Juvenile Magazine	3.27	3,271
Juvenile Records	.29	290
Sub-Total	59.70%	59,726 * (59,705)**
GRAND-TOTAL	99.99%	100,033 * (100,003)** (100,044)***

* Obtained by applying percentage
** Obtained by adding
*** Actual total circulation
Figures vary because of rounding

VEHICLE

The present bookmobile used by the Madison Public Library was acquired in 1969 , and has over 77,000 miles on it. In 1980, the bookmobile travelled approximately 7,759 miles. The library has a new bookmobile on order from the Gerstenslager Company with a cost of $68,000. The library let bids for the new bookmobile in the summer of 1980. The production of the bookmobile has been halted, however, pending an evaluation of the bookmobile service.

Only one stop was missed in 1980 due to repairs for the bookmobile. This is a remarkable achievement, even for a new bookmobile.

The present bookmobile does not have a generator for auxiliary power, and is dependent on external power for the operation of the bookmobile equipment at stationary stops. While limited operation can be undertaken using 110 A.C. outlets, it is essential for full operation to have access to 220 A.C. power. The library must install these outlets in most cases, and this requirement limits the flexibility of the bookmobile. The bookmobile which is on order will have a generator for auxiliary power.

The bookmobile is equipped with a telephone which allows contact with the main library and patrons while the bookmobile is away from the library.

The library occasionally makes use of a step van to cover stops which would otherwise be missed because of bookmobile repairs.

While the cancelling of the order for the new bookmobile would have an adverse economic impact, it is not recommended that this be a consideration in the decision to continue or discontinue bookmobile service; or to significantly adjust the bookmobile service. The library was wise in halting the production of the bookmobile until a future course of action could be determined by the Library Board.

BOOKMOBILE SERVICES OF OTHER LIBRARY AGENCIES

There are three entirely separate bookmobile services which have their top administrative officer housed in the main library of the Madison Public Library. The Dane County Library Service operates a bookmobile service which serves those municipalities in Dane County without a public library. The entire bookmobile operation is housed in the Madison Public Library side by side with the Madison bookmobile service.

The South Central Library System which has its administrative headquarters in the Madison Public Library operates a bookmobile service also. This bookmobile operates out of a separate location in Sauk County, and serves Sauk and Green Counties.

The Dane County Library Service bookmobile utilizes the same collection which is used by the member libraries of the Dane County Library Service. There is a staff of 3.5 full-time equivalents, and in 1980, 69,854 items were circulated. The bookmobile budget in 1979 was $78,000. The Dane County Library Service also has a new bookmobile on order. This service is primarily rural in nature, but has extremely busy stops in Shorewood Hills and McFarland.

The South Central Library System has a separate bookmobile collection of about 9,000 books. There is a staff of 3 full-time employees with a part-time backup driver. The 1980 circulation for the bookmobile was 30,197 items. The 1981 budget for the bookmobile service plus the rotating loan collections is $98,327. This amount comes from Sauk County, Green County, and is partially subsidized by the South Central Library System.

The budgets of the bookmobile service for the Madison Public Library, the Dane County Library Service, and the South Central Library System may vary in the extent that they reflect administrative and other overhead costs.

It appears that the taxpayer could benefit from the coordination of these three bookmobile services. It is recommended that the Board of Trustees of the Madison Public Library initiate contact with the Boards of the Dane County Library Service and the South Central Library System for the purpose of initiating a study of this possibility.

OPTIONS FOR CHANGE

These options are provided in order to give the Board of Trustees and the library administration an idea of the possible courses of action available to it. It is readily admitted that an in-depth investigation of each of the options has not been conducted by the consultant. In some cases a variety of possible components are provided with the options. The Board of Trustees may want to identify more than one option for further investigation by the library administration. Much of the background for individual options is provided in the preceding sections of the report.

Summary of Options

Option #1 - Eliminate Bookmobile Service Entirely With No Reallocation of Resources

Option #2 - Eliminate Bookmobile Service Entirely But Reallocate Resources to Provide Equal or Better Service

Option #3 - Maintain Bookmobile Service But Improve its Effectiveness

Option #4 - Maintain Bookmobile Service But Reduce Service to Gain Maximum Reduction in Costs

Option #5 - Contract for Bookmobile Service With Another Library Agency in Order to Gain a Reduction in Costs

Option #1 - Eliminate Bookmobile Service Entirely With No Reallocation of Resources

Description:

This option would involve the total elimination of the bookmobile service. The bookmobile on order would be cancelled. The current bookmobile would be sold. Staff would be reassigned or vacancies left unfilled when they come open. The collection would be redistributed among other units of the library system.

Advantages:

A sizeable portion of the $134,465 (14% increase over 1980 figures), which would be devoted to the bookmobile service in 1982, would be saved. The amount saved over the next five to ten years would be even more substantial.

A sizeable portion of the $68,000 which would be spent on the new bookmobile would be saved.

The library could devote more energy to improving branch library services. It can be argued that most residents are within reasonable distance of a branch library.

Disadvantages:

The level of library service would be reduced in the city with the impact falling unfairly on one group of people. The greatest impact would be children.

The bookmobile is good public relations for the library and the city. The service is spread throughout the city and is a visible indication of city and library service.

Without providing any alternative services, the resistance to the reduction by the community can be expected to be strong.

Comments:

The current review of the library facilities plan by the Planning and Development Department should be completed prior to the implementation of this option. The updated plan should provide equitably for branch library service throughout the city. A transitional phase involving a gradual phasing out of bookmobile service based on updated bookmobile service policies, and an improvement in branch library access would be much more preferable.

Option #2 - Eliminate Bookmobile Service Entirely But Reallocate Resources to Provide Equal or Better Service

Phase out bookmobile service but begin establishing some or all of the following service alternatives.

1. Establish reading room or browsing collection at Eagle Heights to be staffed by volunteers.

2. Establish mini-library using the Baltimore County model on the far westside in the vicinity of Parkwood Center. This would be similar to the Neighborhood Reading Center concept already explored by the library.

3. Expand summer library program in branches closest to summer bookmobile stops.

4. Contract with Dane County Library Service and/or South Central Library System to serve geographically isolated areas now served by the bookmobile.

5. Consider a general telephone and books-by-mail program for filling requests for library materials.

6. Establish a library committee or task force to study library services to special groups such as the elderly, low socio-economic groups, and the institutionalized. Should look at books-by-mail, homebound service, deposit collections, reading rooms, use of the step van, etc.

7. Continue to work with the City Planning and Development Department to design a plan for branch library service and branch library location to make the highest level of branch library service possible available within reasonable distance of the greatest number of residents.

Advantages:

This option would provide a positive response to the possible elimination of bookmobile service. It would be a response which would provide an increased level of library service to the citizens of Madison, but without a sizeable increase in cost. It basically is a "get the biggest bang for

your buck" approach.

Disadvantages:

This option would not reduce the lib ry's budget significantly, and might even cost more if all service alternatives were implemented. Only high cost-benefit alternatives could be implemented as another option.

Comments:

While it is not likely that all alternatives would be implemented, it is important to provide an equitable level of service throughout the community.

Option #3 - Maintain Bookmobile Service But Improve Its Effectiveness

Description:

Under this option the bookmobile service would continue, but changes would be made to improve its effectiveness. These changes are suggested if this option is selected:

1. The Library Board should consolidate and revise existing policies and statements written and unwritten regarding bookmobile service into a Policy on Bookmobile Service. Such a policy should clearly define the purpose of the bookmobile service and the objectives it seeks to accomplish. The policy should set forth the guidelines for establishing, maintaining, and discontinuing bookmobile stops. It should establish criteria for location of bookmobile stops.

2. The library administration should investigate the possibility of placing the bookmobile service organizationally under another department of the library.

3. The separate hardback collection for the bookmobile should be replaced with a paperback collection. Some children's hardback books and some adult new and popular materials would be maintained on the bookmobile. The collection of the main library children's room would be the backup for the hardback children's books. The bookmobile librarian would no longer participate in the hardback book selection process.

4. The library administration should review all statistical reports and information maintained by the bookmobile staff and determine the maximum information necessary for management decisions and service accountability.

5. All positions on the bookmobile staff should be reviewed for the appropriateness of tasks performed, and changes in classifications and duties should be considered.

6. A major revision of the bookmobile schedule should be undertaken based on the new Policy on Bookmobile Service.

Advantages:

This option would be the least difficult to implement, and would have little negative public reaction.

Disadvantages:

A "limited" library service would still be provided to some areas of the city which should have more convenient access to branch library service.

There would be no reduction in costs.

Comments:

This option would involve a commitment to bookmobile service as a viable and legitimate service of the public library.

Option #4 - Maintain Bookmobile Service But Reduce Service to Gain Maximum Reduction in Costs

Description:

Under this option the library would reduce bookmobile service in order to reduce costs, but would attempt to maintain the maximum service level within those limitations. Aspects of this option could be:

1. Implement changes under Option #3.
2. Reduce staff by at least one full time employee.
3. Eliminate bookmobile stops which are least used.
4. Consider the possibility of a two week schedule for some stops.
5. Consider the use of the step van staffed by one person for some stops.
6. Arrange bookmobile schedule for best utilization of reduced staff, but at the same time protecting high use stops.

Advantages:

Would maintain bookmobile service and at the same time respond to the need to reduce the budget. This option would fit well into the philosophy that all services should be cut some, but none cut entirely.

Disadvantages:

The level of bookmobile service would be reduced.

Comments:

This approach could provide the Board of Trustees and library staff with time to plan without completely eliminating bookmobile service.

Option #5 - Contract for Bookmobile Service With Another Library Agency in Order to Gain a Reduction in Costs

Description:

This option would involve contracting with either or both the Dane County Library Service and the South Central Library System for bookmobile service. The extent of the bookmobile service to be contracted for could be adjusted based on financial limitations. Although this option would have to be investigated further, it might be possible to trade services as opposed to dollars.

Advantages:

Could reduce costs while maintaining some level of bookmobile service.

It probably would not be necessary to purchase a new bookmobile.

The agencies involved would be demonstrating good accountability and stewardship to the taxpaying public.

The Madison Public Library would have more flexibility as it improved its plan for branch library facilities.

Disadvantages:

This option would require the cooperation of other agencies and it might take time to arrive at satisfactory arrangements.

The level of cost savings might not be high enough.

There would probably be some reduction in bookmobile service.

Comments:

The consultant strongly encourages the Madison Public Library to at least investigate this option if the Board of Trustees decides to continue to provide bookmobile service to Madison.

CONCLUSION

The intent of this report has been to provide the Board of Trustees and the library administration of the Madison Public Library with a framework within which they can decide the future course of bookmobile service in the City of Madison. The circumstances under which this decision has to be made are unfortunate. They do, however, point out the strong need for any institution to engage in planning which results in goals, objectives, and priorities for its services.

As has been indicated earlier it is almost impossible to evaluate a single service independently. What is really being called for here is the establishment of the priority for bookmobile service in relation to all the other services of the library. In a way it is unfair to single out an individual service or group of services for extensive scrutiny without subjecting other services to the same review.

What would be ideal and what may become essential for the Madison Public Library to do in these stringent economic times is to engage in a broad based planning effort which would result in service priorities for the next five to ten years. A possible model for this planning effort is A Planning Process for Public Libraries which is actively endorsed by the Public Library Association of the American Library Association. The Madison Public Library because of its history of thorough data collection is an ideal position to proceed with such a planning process. The consultant would encourage the Board of Trustees and library administration to investigate this planning process.

The consultant feels that there is a major need to examine bookmobile service in the context of branch library facilities. The update of the Master Plan for Library Facilities which is currently being undertaken by the City Planning and Development Department is a key document in this regard. This

plan should clearly address the role of the bookmobile service in relation to branch libraries and the service areas of each. Input by the Board of Trustees and the library administration is essential to determine this role.

If bookmobile service is to be maintained in any form within the City of Madison, it is extremely important that the Library Board adopt a revised and expanded Policy on Bookmobile Service as quickly as possible.

Bookmobile service has played an important role in the development of library service in the City of Madison. It has brought education, recreation, and enrichment to thousands of people in the eighteen years of its existence. The dedicated service of bookmobile librarians like Linda Rusche and those who preceded her is an example to all who would wish to provide service to their community. Regardless of the future of bookmobile service in Madison no one should ignore the magnitude of its contribution in the past.

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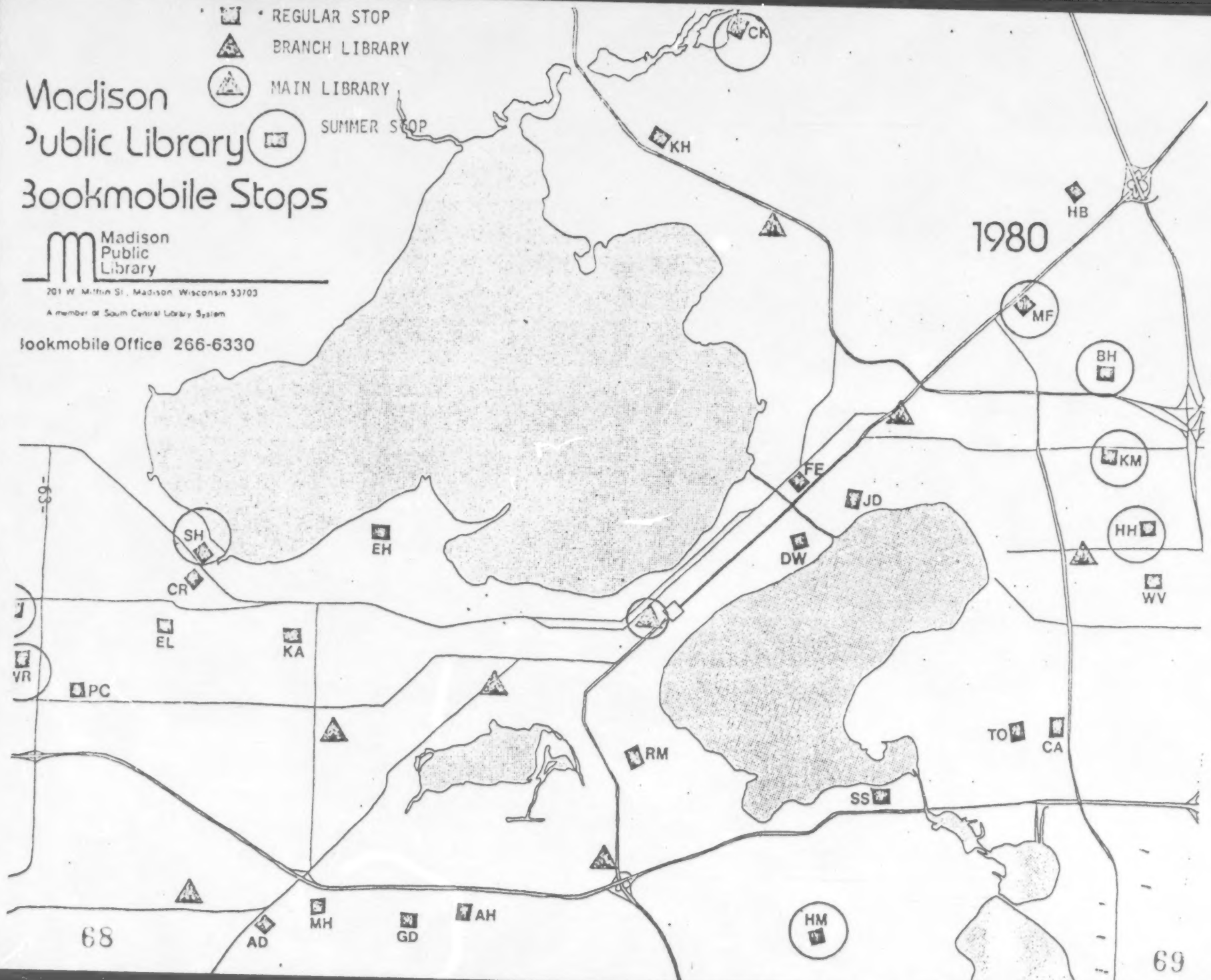
REGULAR STOP
BRANCH LIBRARY
MAIN LIBRARY
SUMMER STOP
Madison Public Library Bookmobile Stops
Madison Public Library
201 W. Mifflin St., Madison, Wisconsin 53703
A member of South Central Library System
Bookmobile Office 266-6330
1980
CK
KH
HB
MF
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EL
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VR
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TO
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MH
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AH
AD

APPENDIX A

MONDAY

2:30-3:30 p.m. (AD)
Allied Drive and Thurston Lane
3:30-4:30 p.m. (MH) Marlborough Heights
Whenona Drive and Crawford Drive

6:15-8:30 p.m. (EH) Eagle Hts. Apts.
"400" Parking Lot

TUESDAY

2:30-3:30 p.m. (AH) Arbor Hills
Todd Drive and Greenway
3:35-4:30 p.m. (GD)
Grandview Boulevard and Kingston

6-7 p.m. (SS)
Simpson Street and Weber Drive
7:30-8:30 p.m. (DW)
Dickinson Street and Williamson Street

WEDNESDAY

1:15-2:15 p.m. (KA) Karen Arms Apts.
Office Parking Lot, 420 N. Segoe Road
2:30-4:30 p.m. (CR)
Craig Avenue and Brody Drive

6:15-8:30 p.m. (EH) Eagle Hts. Apts.
"400" Parking Lot

THURSDAY

1-2 p.m. (RH) Romnes Apartments
East Entrance Parking Lot, 540 W. Olin
2:30-4:30 p.m. (EL)
Elder Place and Rosa Road

6:15-8:30 p.m. (PC) Parkwood Shopping Center, Mineral Point Road and Grand Canyon Drive

FRIDAY

2:30-4:30 p.m. (WV) Woodvale Village
Academy and Woodvale

6:15-7:15 p.m. (JD)
Jenifer and Division
7:30-8:30 p.m. (FE) Eagle Store
Fiore Shopping Center
1880 E. Washington Avenue

SATURDAY

:30-10:30 a.m. (KH) Kennedy Heights
ennedy Road and Northport Drive
):50 a.m.-noon (HB) Holiday Bluff
ndependence and Armistice Lane

1-2 p.m. (CA)
Camden Road and Tompkins Drive
2-3 p.m. (TO)
Tompkins Drive and Groveland

MONDAY

-11 a.m. (CK) Cherok : Park
rning Wood Way and Shoshone

1:15-2:15 p.m. (HM) Highland Manor
Trailer Court Community Center
2:30-3:30 p.m. (AD)
Allied Drive and Thurston Lane
3:30-4:30 p.m. (MH) Marlborough Heights
Whenona Drive and Crawford Drive

6:15-8:30 p.m. (EH) Eagle Hts. Apts.
"400" Parking Lot

TUESDAY

15-10:15 a.m. (SH) Spring Harbor
ring Harbor and Lake Mendota Drive
):30-11:45 a.m. (WF) Wexford Village
alnut Grove Road and Foxboro Circle

1-2 p.m. (WR) Wexford Ridge
Tree Lane and Gammon Road
2:30-3:30 p.m. (AH) Arbor Hills
Todd Drive and Greenway
3:35-4:30 p.m. (GD)
Grandview Boulevard and Kingston

6-7 p.m. (SS)
Simpson Street and Weber Drive
7:30-8:30 p.m. (DW)
Dickinson Street and Williamson Street

WEDNESDAY

15-11:15 a.m. (KM) Kingston Meadows
rystal Lane and Diamond Drive

1:15-2:15 p.m. (KA) Karen Arms Apts.
Office Parking Lot, 420 N. Segoe Road
2:30-4:30 p.m. (CR)
Craig Avenue and Brody Drive

6:15-8:30 p.m. (EH) Eagle Hts. Apts.
"400" Parking Lot

THURSDAY

-65-

Visit the Madison Public Library's Bookmobile !

1-2 p.m. (RM) Romnes Apartments
East Entrance Parking Lot, 540 W. Olin
2:30-4:30 p.m. (EL)
Elder Place and Rosa Road

6:15-8:30 p.m. (PC) Parkwood Shopping Center, Mineral Point Road and Grand Canyon Drive

FRIDAY

:30-10:30 a.m. (BH) Burke Heights
onlin and Redland Drive
0:45-11:45 a.m. (MF) Mayfair
um's Parking Lot, E. Washington
venue and Mendota Street

1:15-2:15 p.m. (HH) Heritage Heights
Valley Road and Twin Oaks Drive
2:30-4:30 p.m. (WV) Woodvale Village
Academy and Woodvale

6:15-7:15 p.m. (JD)
Jenifer and Division
7:30-8:30 p.m. (FE) Eagle Store
Fiore Shopping Center
1880 E. Washington Avenue

SATURDAY

72

:30-10:30 a.m. (KH) Kennedy Heights
ennedy Road and Northport Drive
0:50 a.m.-noon (HB) Holiday Bluff
ndependence and Armistice Lane

1-2 p.m. (CA)
Camden Road and Tompkins Drive
2-3 p.m. (TO)
Tompkins Drive and Groveland

SUMMER SCHEDULE

June 6-August 23, 1980

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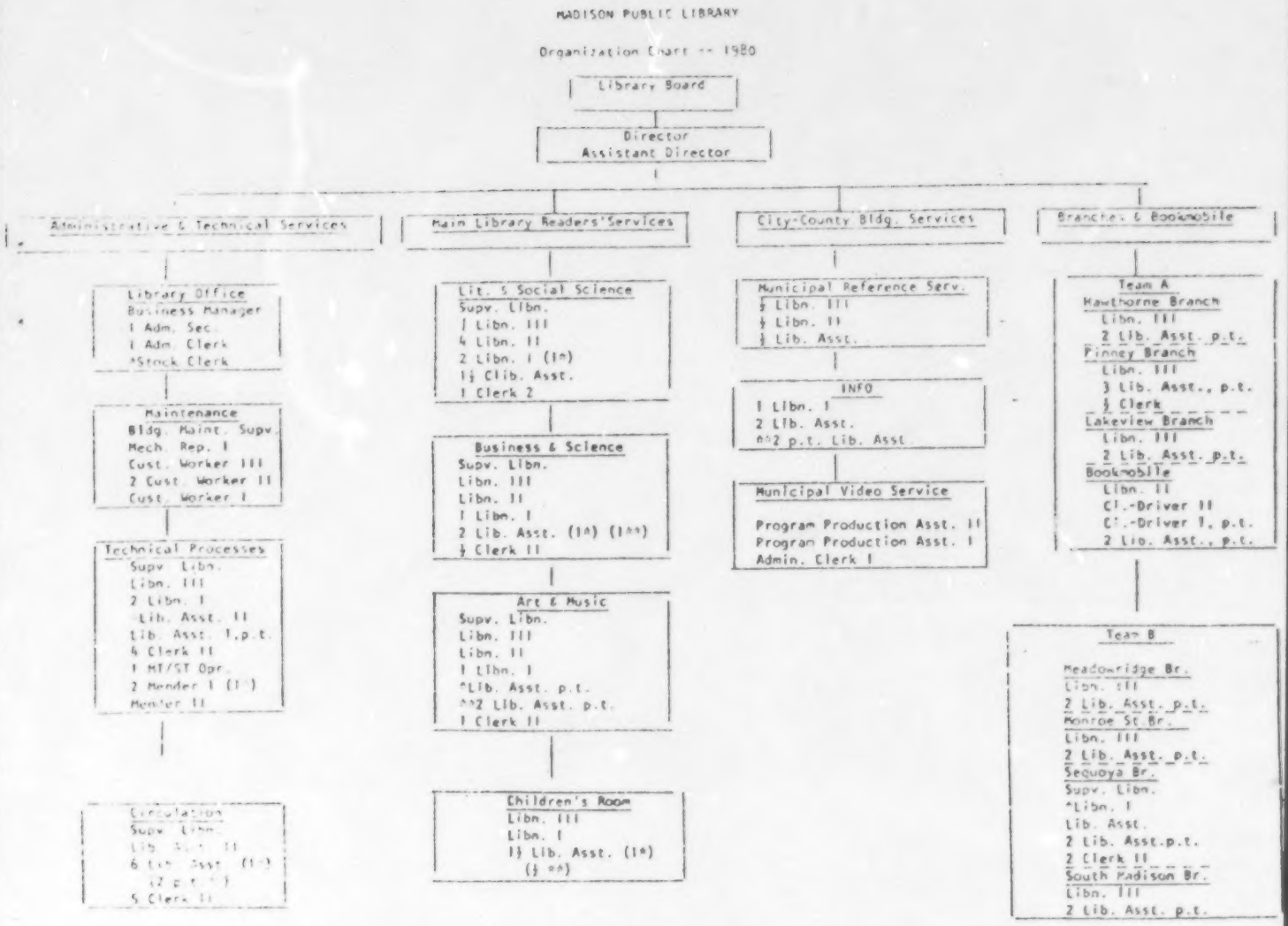
APPENDIX C

APPENDIX D



Notes: 58,000 hours of page time in addition to above.

*Positions created in connection with establishment of County Library System.

**Positions created in connection with establishment of South Central Library System.

Rev.-January, 1981
Madison, Wisconsin

APPENDIX E

Readers' Services Rea-13

INSTITUTIONAL GOALS AND OBJECTIVES

Statement of Purpose: Madison Public Library is a public institution which serves the entire community. The Library believes that every person, no matter what age, educational or economic status, needs -- and can find -- materials available through the Library.

Accordingly, the Library selects materials, both print and non-print, which will present to a diverse community a variety of expressions and ideas on all subjects. The Library believes this is important: through the Library the community has a forum where all sorts of ideas and concepts are available to be read, discussed, and heard. The Library will not propose one view over others but will present the ideas through which the public may determine their own points of view. The Library believes reading is necessary to maintain an informed public and it believes that all persons have the right to learn to read.

Goals: The statements that follow are a list of Goals in priority order. They are the direction the Library will follow in the coming years to bring library service to citizens of Madison.

1. Madison Public Library will provide to the community the information and library materials which people need in their day-to-day living.

   We believe that the public library is the proper place to house and provide information for the entire community; that it is a desirable place for this function because a library is an impartial clearinghouse for the gathering of information and an impartial supplier of that information. The staff of the public library, using the various print and non-print resources of the library, is able to supply information important to meet the needs of individuals, organizations, and agencies. Its information and referral service assists people in reaching the many human service agencies available to serve the public; reference service at the Main Library and at the branch libraries answers a broad range of questions to serve both business and personal needs. The careful selection of staff and materials will continually help to improve these information capabilities.

2. Madison Public Library will provide those materials and services with which to study, learn, and develop. The Library will provide materials and services with which people may enjoy their leisure time and enrich their lives.

   We believe the public library is a valuable resource in the self-education and personal growth of members of the community and that the materials selected by the Library are particularly geared to those who

choose to follow their own interests at their own pace. In addition, a substantial ingredient of the programs of the Library will continue to be cultural and recreational.

3. Madison Public Library will offer to students in educational institutions those materials and services which will amplify or extend the services being offered by the institutions themselves.

We believe that the services offered by the Library should be carefully dovetailed into those offered by other community educational institutions. In planning for future service and growth, the Library will cooperate with those other institutions to avoid overlapping or repetitive services.

Objectives: In order to do those things it has stated in the Goals above, the Library must take specific steps. The Objectives listed below are the steps the Library sees as specific areas needing emphasis if the Goals are to be realized. These Objectives are:

1. In accordance with Library goals in Affirmative Action, to select a staff which reflects the diversity of the community;

2. To train that staff to identify the needs of the community and to match Library resources to those needs;

3. To gather whatever information is needed by the community regardless of form or source;

4. To inform the community -- Library user and non-user alike -- about services of the Library;

5. To instruct those persons who want to learn to use the Library or who want to learn to use it better;

6. To expand the services provided by the Library through cooperative agreements with other institutions. To avoid unnecessary duplication of outside services;

7. To plan Library facilities that are comfortable, attractive, and easily used by all persons;

8. To recognize and serve with Library materials and services those in the community with special needs.

Definitions:

1. Community: As a Department of the City of Madison, the Library defines community as all of the persons residing within the geographic boundaries of the City.

2. Culture: An acquaintance with all varieties of taste in fine arts, humanities, and the broad aspects of science, as distinguished from vocational, technical, or professional skill and knowledge.

3. Day-to-Day Living: The meeting of one's immediate needs and responsibilitie

4. Information: Knowledge from any source which can be readily used to meet specific needs.

5. Leisure: Time at one's command that is free of responsibilities and of the necessity to labor.

Policy Manual
March 16, 1978